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ABSTRACT

This report concentrates on the 300 currently practicing superintendents of schools who manage the largest school districts in New York State exclusive of New York City. The study consisted of analyses of all superintendents' salaries for the 1972-73 and 1973-74 school years, interviews with 10 percent of all practicing superintendents, and reviews of research and literature relating to the superintendency. Findings indicate in part that there is no consistent relationship between superintendents' salaries and staff size, enrollment, operating expenditures, or average family income; more time is spent by superintendents in fiscal management and budget planning than in any other activity; and the average superintendent has less than one year of work experience outside the field of education. As a result of the study, it was recommended that women be provided equal access to school superintendencies, a rational basis for superintendents' salaries be established, legislation be initiated to allow competent candidates (other than educators) to compete for superintendencies, and that steps be taken to assure that graduate programs and inservice training programs be pertinent to current job requirements. A brief bibliography is included. (Author/WM)

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OFFICE OF EDUCATION PERFORMANCE REVIEW

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THE SUPERINTENDENT OF SCHOOLS

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HIS ROLE, BACKGROUND AND SALARY

JUNE 1974

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SUMMARY

Currently there are 736 operating school districts in New York State. They are managed by 302 superintendents of schools, 433 district principals and one chancellor.

During the 1973-74 school year these chief school officers supervised more than 209,000 professional and approximately 130,000 nonprofessional employees. The schools they manage have total enrollments of 3,427,560, while the total of their operating budgets (approximately $6.5 billion) exceeds that of many nations. In short, public education may well be the largest enterprise in this State.

Because their responsibility and power strongly influences the education students receive, the Office of Education Performance Review studied the chief school officers' role in public elementary and secondary schools to determine:

-- on what basis practicing superintendents are paid;
-- how they are selected for their jobs;
-- their current work activities; and
-- how their training and background are related to their current functions and responsibilities.

This report concentrates on the 300 currently practicing superintendents of schools* who manage the largest school districts in the State outside of New York City; direct more

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* At the time of this study two of the superintendencies were vacant.

than half the professional staff (107,138 of a statewide total of 209,261); and supervise the expenditure of approximately $2.5 billion of the total spent on public elementary and secondary education in the State.

This study consisted of analyses of all superintendents' salaries for the 1972-73 and 1973-74 school years, interviews with ten percent of all practicing superintendents, and reviews of research and literature relating to the superintendency.

Findings

Comprehensive analyses of superintendents' salaries revealed:

- The highest paid superintendent receives $49,500, the lowest $22,000, with the average $32,500, excluding fringe benefits.
- There is no consistent relationship between superintendents' salaries and such factors as staff size, enrollment, operating expenditures, full value per resident WADA (a measure of district wealth for state aid purposes), or average family income in the district.
- The superintendent of the second largest school district in the State earns $37,000 and is responsible for 60,348 students; the ten highest paid superintendents in the State are responsible for a total of 66,472 students, yet their earnings total $459,840.

- There appears to be a relationship between salaries and geographic area. The median salary in the Nassau-Suffolk region ($40,875) is approximately 67 percent greater than the median salary of superintendents in the Upper Mohawk Valley ($24,500).

In recent years a number of changes have combined to alter the superintendent's role. Increasing financial responsibilities, the centralization of school districts, voter reluctance to approve increased spending, and the Taylor Law have all caused today's superintendent to become primarily a manager and less an educator.

- Superintendents in this study spent almost 79 percent of their work week in fiscal and administrative activities.
- More time is spent by superintendents in fiscal management and budget planning than in any other activity.
- Only slightly more than ten percent of the superintendents' time is spent in the supervision of teaching and the evaluation of the current educational program.

The pool of candidates from which superintendents are selected is severely restricted by the Education Law, the Regulations of the Commissioner of Education, and by recruitment practices commonly used by most school boards of education.

- Sexual discrimination severely restricts job opportunities for women. Even though women comprise more than 60 percent of the teaching staff, not one of the 300 currently practicing superintendents in this study is a woman.
- Certification standards for superintendents require graduate training and internships limited to the field of education.
- Theoretically exceptions to these certification requirements are possible. However, none of the 300 currently practicing superintendents is serving under such an exception.
- The average superintendent has less than one year of work experience outside the field of education.

Recommendations

The superintendent is the chief executive officer of the school district and plays a crucial role in determining the quality and cost of the education our children receive. Restricting to educators the pool of candidates available for the superintendency may no longer be desirable. Permitting salaries to continue to be unrelated to responsibilities is not cost-effective. Graduate training which is no longer pertinent is not in the best interests of public schools.

Therefore, the State Education Department which has primary responsibility for statewide education policy and standards should:

- Immediately take effective action to assure women equal access to school superintendencies. School boards should actively recruit female candidates when superintendencies become vacant. (The New York State Division of Human Rights also has a responsibility to assure affirmative action.)
- Establish a rational basis for superintendents' salaries.
- Initiate legislation to allow competent candidates in addition to educators to compete for superintendencies.
- Take steps, in cooperation with universities, to assure that graduate programs and in-service training programs are pertinent to current job requirements.

BACKGROUND

Currently there are 736 operating school districts in New York State. They are managed by 302 superintendents of schools,* 433 district principals and one chancellor.**

Serving as the managing executives of local educational systems, this group influences the budgeting and expenditure of more public money than the total national budgets of many countries. Because of their positions as chief executive officers, these individuals strongly influence the cost and quality of education in New York State.

During the 1973-74 school year, chief school officers supervised more than 209,000 professional and approximately 130,000 nonprofessional employees. The schools they manage have total enrollments of 3,427,560 and total approved operating expenditures of approximately $6.5 billion.***

During much of the 19th century, while school districts were organized in the early New England pattern where each district contained a single one-room school, administrative duties could be handled by a board of education composed of volunteers.

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* In addition there are 46 BOCES headed by district or BOCES superintendents, a subject discussed in detail in BOARDS OF COOPERATIVE EDUCATIONAL SERVICES - An Examination of a Temporary Program After 25 Years of Operation, (Albany: Office of Education Performance Review, December 1973).

** The Chancellor of the City School District of the City of New York has 32 superintendents of community school districts reporting to him.

*** Source: The State Education Department, Information Center on Education.

But as enrollments rose and as districts were combined, administrative tasks became too demanding for the volunteer boards and full time administrators were required.

The first city superintendent was appointed on July 9, 1837, when the Buffalo, New York Common Council established the position of Superintendent of Common Schools. As suburban populations increased in the early 20th century local superintendencies were established in these areas also.*

As school systems continued to grow in size and complexity, the chief school officer's role evolved from one primarily clerical in nature, to an educational function, and finally to its current managerial status.**

The sections of the Education Law that define the powers and duties of the superintendent currently have all but eliminated the clerical role. The Education Law provides that in union free and central districts having populations of 4,500 or more and in city districts, the superintendent shall:

-- be chief executive officer of the school district;

-- enforce all provisions of law and all rules and regulations relating to the management of the schools;

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* Reller, Theodore L., "A Comprehensive Program for the Preparation of Administrators," Preparing Administrators: New Perspectives, eds., Jack A. Culbertson and Stephen P. Hencley (Columbus, USEA, 1962) p. 110.

** Griffiths, Daniel Edward, Developing Taxonomies of Organizational Behavior in Educational Administration, Chicago, Rand McNally, 1969 Project for the USOE Bureau of Research.

-- prepare the content of each course of study authorized by the school board, and cause such to be used when approved by the board of education;
-- recommend suitable lists of textbooks to be used in the schools;
-- supervise and direct other school employees, transfer teachers, report violations of regulations and cases of insubordination to the board, and suspend any employee until the next board meeting;
-- supervise and direct courses of study, the examination and promotion of students, and all matters pertaining to playgrounds, medical inspection, recreation and social work, libraries, lectures, and all other educational activities under the management, direction and control of the board of education;
-- certify a minor's age;
-- suspend a minor; and
-- issue a child model work permit.

METHODOLOGY

Because of the enormous responsibility of chief school officers and their power to influence the education students receive, the Office of Education Performance Review undertook a study of the role of the superintendent in public

elementary and secondary schools to determine:

-- on what basis practicing superintendents are paid;

-- how they are selected for their jobs;

-- their current work activities; and

-- how their training and backgrounds are related to their current functions and responsibilities.

District principals, the Chancellor of the City School District of the City of New York, and the 32 community school district superintendents reporting to him were excluded from this study. These will be considered at a later date.

This study concentrates on the 300 currently practicing superintendents* of schools. They manage the largest school districts in the State outside of New York City, direct more than half the professional staff (107,138 of a statewide total of 209,261) and supervise the expenditure of approximately $2.5 billion of the estimated $6.5 billion spent on public elementary and secondary education in the State during the 1973-74 school year.**

To ascertain their actual work activities and backgrounds, a sample of ten percent of all practicing superintendents were studied this spring to determine their organizational

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* At the time of this study two of the superintendencies were vacant.

** Source: The State Education Department, Information Center on Education.

roles, work experiences, training and job demands. Fifty-nine percent of the sample were superintendents of union free or central school districts and 41 percent were superintendents of city school districts. The sample was geographically representative; it also comprised superintendents who manage school districts with enrollments ranging from less than 1,500 to more than 60,000 students.

In addition, the 1973-74 salaries of all superintendents were analyzed and compared by geographical region. A number of important variables including approved operating expenditures, enrollment, full valuation in resident WADA* and average family income in the district were analyzed statistically in an effort to determine if they were reliable predictors of salary.

Finally, the study included a review of contemporary literature pertinent to the superintendency as well as national and state studies and surveys of the role of the superintendent.

FINDINGS

The Role of the Superintendent

> "The role of the superintendent has changed in recent years from that of a teacher-educator type of position to that of a chief executive and chief professional manager of the school system."**

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* Weighted Average Daily Attendance, a basis for determining State aid to schools.

** Griffiths, Daniel Edward, Developing Taxonomies of Organizational Behavior in Educational Administration, Chicago, Rand McNally, 1969 Project for the USOE Bureau of Research.

A number of situations have combined to bring about a change in the superintendent's role. First, the financial responsibilities of the superintendency have increased dramatically over the past few years. The total cost of public primary and secondary education in New York State which nine years ago - during the 1964-65 school year - was approximately $2.5 billion, is expected to reach $6.5 billion currently, with estimated total costs next year exceeding $7 billion.

Secondly, the past few years have seen a trend toward fewer - but larger - centralized school districts, thereby creating school systems with more students, more employees, more lunches, more buses - in short, more complex administrative situations.

In the 1965-66 school year there were 986 school districts (795 operating) staffed by 167,936 professionals with 3,176,574 enrolled students. In 1973-74 there are 759 school districts (736 operating) staffed by 209,261 professionals and enrolling 3,427,560 students.

Numerous other qualitative and quantitative changes have had their impact on the role of the superintendent. The growth of testing and evaluation, voter reluctance to approve increased school spending and higher school taxes have all left their marks.

No combination of changes, however, has equalled the dramatic impact of the passage of the Taylor Law in 1967. Prior to that year, in most school districts across the State, school boards and superintendents were not required to bargain

with school district employees and were often able to determine salaries and working conditions unilaterally.

The Taylor Law requires that public employees, including teachers, cafeteria workers and other professional and nonprofessional school district staff be permitted to form unions. It requires boards of education to formally recognize unions and to bargain with them. Most importantly for the superintendent, the Law provides that no school district contract with a union is binding unless it results from "the exchange of mutual promises between the chief executive officer and an employee organization."*

Today more than 280,000 public school employees, both professional and nonprofessional, about 83 percent of the total, are represented by approximately 1,900 employee organizations in New York State. The Public Employment Relations Board estimates that 45 percent of all contracts are negotiated on an annual basis, creating a burdensome continuing responsibility for school superintendents, even if they are not directly engaged in bargaining.

In addition to the negotiation process, the Taylor Law has added new dimensions to the labor relations aspect of the superintendent's job in other areas. Today the superintendent is required to consult his staff on many issues which formerly were his to dispose of as he wished. Such matters as class size, sick leave, and number of teaching hours per day are often determined by clauses in union contracts. Failure to

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* Civil Service Law, Section 201(12). The Taylor Law is a part of the Civil Service Law.

adhere to contract requirements or differing interpretations of what they mean can result in protracted discussions or informal and formal grievance procedures which often require the superintendent's participation and are exceedingly time-consuming.

The Chairman of the New York State Public Employment Relations Board, which oversees the negotiating process, characterized the Taylor Law's impact on the superintendent by saying:

"Given these developments, it is clear that the role of the school superintendent or chief school officer is changing. In my observations of negotiations in the schools of New York State, I have been shocked at the attitude and approach of some school superintendents. A surprising number of superintendents want no part of the negotiations. They feel that negotiations impinge on the time that they should devote to professional responsibilities. Others take the approach that their role is no more than that of a messenger boy between the teachers on one hand and the board of education on the other. Others, although probably a minority, assume a major personal role in the negotiating process.

"My attitude on this issue is simple and brutal. It seems to me that a school superintendent or chief school officer, by whatever title, is hired to run the school system. Increasingly the negotiating process determines how the system will be run. Any superintendent who cannot or will not assume responsibility for this process, it seems to me, is not functioning as he should -- given the evolution of the educational

system underway today. He is simply not doing his job. If such a conclusion or position is correct, it has obvious implications for all types of training programs for school administrators."*

The Taylor Law, the trend toward centralization, and increasing school costs have combined with other elements to radically change the nature of the role of the superintendent. In 1973 the American Association of School Administrators concluded: "at one time the primary emphasis in educational administration was placed on issues unique to schools. The horizons of educational administration have expanded to emphasize issues such as:

-- decision making;
-- leadership;
-- politics;
-- social systems;
-- management sciences; and
-- process (e.g., planning, organization, stimulating, coordinating, appraising)."**

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* "Principal's Negotiations - Process for Progress." Address to the New York State Association of Secondary School Administrators by Dr. Robert D. Helsby, Chairman, Public Employment Relations Board, November 7, 1971.

** Knevevich, S., Management by Objective and Results. . . A Guide for Today's School Executive, American Association of School Administrators, 1973.

Salaries*

During the 1973-74 school year, the 300 active superintendents of schools in New York State will receive an average salary of $32,500, not including such additional executive benefits as the free - often unlimited - use of official automobiles.

The highest paid school superintendent receives $49,500, the lowest $22,000. Thirty-two percent of all school superintendents earn as much as or more than the United States Commissioner of Education.

An analysis of the 1973-74 salaries of all 300 practicing superintendents reveals that 54 superintendents - 18 percent of the total - receive salaries of $40,000 per year or more as illustrated in the following table:

Annual Salary Range	Number Of Superintendents Within Range	Percent Of Total Number Of Superintendents
$40,000 to $49,500	54	18.0
$30,000 to $39,999	144	48.0
$20,000 to $29,999	102	34.0
Total	300	100.0

A comparison with the salary distribution of superintendents last school year (1972-73) shows that the percentage earning $40,000 or more has increased more than 50 percent, while the percentage earning $29,999 or less has declined, as

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* See Appendix A for a complete list of superintendents' salaries and the enrollments of the districts they manage.

indicated below:

Annual Salary Range	Percent Of Superintendents Receiving Salary Within Range		Percent Change From 1972-73 to 1973-74
	1972-73	1973-74	
$40,000 or more	11.9	18.0	+51.3
$30,000 to $39,999	49.8	48.0	- 3.6
$20,000 to $29,999	38.3	34.0	-11.2

An analysis of the tables which follow reveals that there is no relationship between a superintendent's salary and the number of pupils for whom he is responsible. For example, the ten highest paid superintendents manage school districts in which enrollments vary from a low of 2,482 to a high of 13,288, as reflected in the following table:

Salaries and Student Enrollments
Ten Highest Paid School Superintendents
1973-74 School Year

Salary Rank	Salary	Enrollment
1	$49,500	8,463
2	48,000	5,062
3	47,000	7,345
4	46,000	13,288
5	45,500	2,482
6	45,000	6,311
7	45,000	3,810
8	44,840	3,400
9	44,500	8,606
10	44,500	7,704
Total	$459,840	66,471

The following table shows the salaries and relative rank of superintendents who operate school districts with the ten highest student enrollments.

Salaries of School Superintendents
Managing the Ten Largest School Districts
(Excluding New York City)
1973-74 School Year

Salary* Rank	Salary Paid	Enrollment
86	$37,000	60,348
66	38,500	42,281
66	38,500	28,582
110	35,000	27,181
57	39,500	21,412
74	38,000	18,551
12	44,312	17,035
85	37,037	16,183
24	43,000	16,115
63	39,000	16,114
Total	$389,849	263,802

A comparison of the two preceding tables reveals that the superintendent of the second largest school district in the State earns $37,000 per year and is responsible for 60,348 students. In contrast the ten highest paid superintendents are responsible for a total of 66,471 students, yet they earn $459,840. If the superintendent of the third largest

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* Because more than one superintendent may receive the same salary, the rank given is the average for all superintendents receiving that salary.

school system in the State were paid at the same rate per pupil as the highest paid superintendent, he would earn $247,302 annually.

Although not specifically illustrated in these tables, it can be shown by extrapolation from Appendix A that the lowest paid superintendent earns $13.91 per pupil, while the second lowest paid earns $51.22 per pupil.

Disparities exist not only among the highest paid superintendents and those in the largest districts but also among superintendents at almost any salary level or any size school district. To illustrate, ten superintendents earn $32,000 yet one manages a district with 1,114 students while two are responsible for districts each with over 6,000 students. Of the 17 superintendents who earn $35,000 annually, three manage districts with enrollments of less than 2,000, two are in charge of more than 10,000 pupils each, while one has more than 27,000 students. These variations - without apparent reason - are detailed more fully below:

Salaries of Selected School Superintendents
Compared with Enrollments
1973-74 School Year

Salary	Number Of Superintendents	Smallest District Enrollment	Largest District Enrollment
$45,000	2	3,810	6,311
41,000	4	5,302	14,590
38,000	7	1,369	18,551
35,000	17	1,492	27,181
32,000	10	1,114	6,603
29,000	5	2,639	8,677
26,000	7	1,544	13,484
23,000	3	1,448	4,933

Not only are superintendents' salaries unrelated to enrollment, they also appear unrelated to four additional school district factors, two of which define the scope of the superintendents' responsibility:

-- staff size

-- approved operating expenditures

and two which reflect the wealth of the district

-- full valuation in resident WADA

-- average family income of district residents.

The following table shows that responsiblity in each of these areas varied widely among the nine superintendents who earned $32,000 during school year 1972-73:*

Management Responsibility of Nine Superintendents
Who Earned $32,000 Per Year in School Year 1972-73

Salary	Number of Staff	District's Approved Operating Expenditure	Full Value In Resident WADA	Average Family Income Of District Residents
$32,000	1,637	$29,172,191	$37,208	$10,834
32,000	117	2,694,565	45,404	17,675
32,000	301	5,889,278	23,419	15,374
32,000	361	5,686,418	26,696	10,562
32,000	275	6,213,844	27,672	11,944
32,000	264	5,075,459	34,759	18,262
32,000	346	7,392,832	38,392	13,717
32,000	253	4,607,845	50,544	24,197
32,000	149	3,975,348	39,404	16,117

* Source: The New York State Education Department, Information Center on Education. 1972-73 school year data was used because complete 1973-74 data was not available.

As the previous chart indicates, the wealth of the district does not explain the superintendent's salary. Full value in resident WADA varies 216 percent ($23,419 to $50,544), and average family income varies 229 percent ($10,562 to $24,197). Neither staff size nor magnitude of operating expenses related to salary. These vary respectively by 1,399 percent (117 to 1,637) and 1,083 percent ($2,694,565 to $29,172,191).

As the following chart illustrates, these factors also vary markedly in the ten districts which employed the highest paid superintendents:

Management Responsibility of the
Ten Highest Paid Superintendents
1972-73 School Year

Salary	Number of Staff	District Approved Operating Expenditure	Full Value in Resident WADA	Average Family Income Of District Residents
$48,000	363	$ 5,143,141	$76,905	$21,613
46,500	709	5,900,490	95,259	29,931
46,000	784	10,401,317	36,305	12,350
45,000	489	14,924,555	48,564	20,542
44,947	380	7,192,222	60,451	22,610
43,120	253	7,310,728	56,968	22,579
43,000	290	10,067,363	23,302	15,230
43,000	597	13,490,763	65,310	21,739
42,510	501	16,703,972	32,332	17,381
42,500	206	23,897,197	78,357	26,864

The data provided in the chart shows that staff size varied 381 percent (206 to 784), and approved operating expense varied 465 percent ($5,143,141 to $23,897,197). The wealth of the districts paying these high salaries also varied ... full value in resident WADA 409 percent ($23,302 to $95,259) and average family income 242 percent ($12,350 to $29,931).

It is interesting to note however, that while full value in resident WADA and average income of district residents varied widely, each of them is much higher in the districts that pay the ten highest salaries than in the districts which paid their superintendents $32,000 per year. The ten highest paying districts had an average full value in resident WADA of $57,375 and district resident family income of $21,084 versus $35,944 and $15,409 respectively for the nine districts that paid salaries of $32,000.

Thus, no consistent relationship appears between salaries and any of these school related factors that reflect the size and complexity of the superintendent's job.

In order to test this hypothesis, superintendents' salaries were statistically correlated with five school district variables:

-- enrollment,
-- staff size,
-- approved operating expenditures,
-- full value in resident WADA, and
-- average family income in the district.

None of the variables selected proved to be a completely reliable predictor of an individual superintendent's salary. However, the average family income of district residents was the single factor most closely related to salary.*

The salaries of superintendents do vary geographically. The following table shows 1973-74 salary levels of superintendents in each region of the State excluding New York City:

Region	Percentile		
	25th	50th (median)	75th
Nassau-Suffolk	$37,163	$40,875	$43,125
Mid-Hudson	32,000	35,500	38,500
Western	27,500	31,750	32,663
Southern Tier East	27,000	29,700	34,000
Central	27,169	29,250	32,600
Upper Hudson	25,900	29,000	33,239
Genesee-Finger Lakes	24,900	28,800	34,500
Southern Tier West	24,999	28,800	34,500
Lake Champlain-Lake George	23,750	28,000	31,000
Southern Tier Central	25,225	27,975	31,875
Black River-St. Lawrence	24,250	27,394	28,484
Upper Mohawk Valley	21,848	24,500	26,625

As can be seen, the highest salaries are paid in the Nassau-Suffolk region; the lowest in the upper Mohawk Valley. Nassau-Suffolk's median salary of $40,875 exceeds the lowest median salary of $24,500 in the Upper Mohawk Region by $16,375,

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* See Appendix B for a complete description of the statistical analysis performed.

or approximately 67 percent. The average salary (excluding New York City) is $32,500.

Thus, while salaries are not consistently determined by staff size, approved operating expenditures, enrollment, full valuation in resident WADA or average family income in the district, they do appear related to geographic region. Although some variation in cost of living among regions may exist, it does not account for the wide fluctuations in salaries.

Selecting a Superintendent

> "The talent pool for administrative recruitment is typically restricted to persons already in education.*

One of the responsibilities of a school district board of education is to "appoint properly qualified persons. . . including a superintendent of schools."** The Education Law and the Regulations of the Commissioner of Education define the standards a candidate must meet to be "properly qualified."

To be certified as a school district administrator, the prospective superintendent must have completed at least 60 semester hours of graduate study (without necessarily obtaining a graduate degree) in addition to other educational attainments. Section 80.4(a)(1) of the Commissioner's Regulations provides

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* Talbut, Allan R., "Needed: A New Breed of School Superintendents," Harper Magazine (February 1966), p. 81.

** Education Law, Section 2503(3). See also Education Law, Sections 1711(1) and 1804(1).

that a candidate shall:

-- "Hold a baccalaureate degree, based upon a four-year program of collegiate preparation. . .and shall have completed an additional 60 semester hours of graduate study (at least 24 of which are in or related to the field of school administration) and an approved administrative supervisory internship under the supervision of a practicing school administrator. . .One year of satisfactory full-time experience in a school administrative position may be substituted for the internship."

In addition to graduate course requirements and an administrative internship limited to the field of education, the candidate must have completed:

-- "Three years of teaching and/or administrative and/or supervising and/or pupil personnel service experience in the public schools."*

The Commissioner's Regulations are apparently in conflict with Section 3003(1)(b) of the Education Law. The Law is more restrictive, requiring that at the time of appointment the administrator shall have "completed three years of

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* Regulations of the Commissioner of Education, 80.4(a)(2).

teaching in the public schools." There appears to be no option for alternative experience in the Law.

These requirements apply not only to the candidate under consideration as a potential superintendent but also to his immediate assistants: "deputy superintendent of schools, associate superintendent of schools, assistant superintendent of schools, assistant superintendent of schools or other superintendent of schools."* Among the superintendents surveyed this spring 79.3 percent had "climbed the ladder" in such positions in their present school districts before being appointed superintendents.

An analysis of superintendents' responses shows that the combined graduate study and work experience requirements for certification have indeed restricted the pool of manpower (as pointed out by Allan R. Talbut**) from which superintendents are drawn to those with a background in education. According to this survey the average superintendent had

-- spent 6.1 years teaching;
-- held 1.5 superintendencies; and
-- acquired 18.1 years of experience in school administration garnered in 4.1 positions.

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* Education Law, Section 3003(1).

** Op. cit. page 18.

Only 13 percent had at least one year of work experience in a field other than education.*

These findings bear out earlier observations at the national and New York State level by the American Association of School Administrators and the New York State Regents Advisory Committee on Educational Leadership,** which revealed that the typical superintendent had:

-- begun his career as a teacher;
-- become an assistant principal or principal seven years later;
-- usually spent his years as a teacher and principal in the same school district; and
-- obtained a superintendency 13 years after beginning a career in education.

According to these studies, only 14 percent had spent at least one year working outside the education system.

In selecting superintendents school boards use a variety of techniques, including:

-- hiring professors of university departments of educational administration to screen candidates and recommend five to ten applicants from which the board can make a final selection;

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* Excluding military service.

** American Association of School Administrators, Professional Administrators for America's Schools (38th Yearbook, 1960). Hickcox, E.S. and R.J. Snow, Profile of the Superintendent of Schools, 1969.
The New York State Regents Advisory Committee on Educational Leadership, Chief School Officers: Recommendations and Report of a Survey (Albany: The Committee, 1967) p. 14.

-- asking the outgoing superintendent to recommend appropriate candidates;

-- promoting an assistant superintendent; or

-- placing an advertisement in local or national publications.

Criteria for selection varies from school district to school district. Generally school boards take into consideration an applicant's educational background, salary requirements, teaching experience, administrative experience, tenure in the district, recommendations and the results of interviews with the candidate.

Apparently the selection criterion most rigidly adhered to by school boards is the candidate's sex. Not one of the 300 superintendents studied is a woman, even though 60.5 percent of all teachers in the state are female.*

These methods obviously contribute to limiting the pool of candidates available for selection. As illustrated previously, superintendents of schools are uniformly drawn from those individuals whose experience and graduate education is limited to teaching and school administration.

The Regulations of the Commissioner of Education do allow exceptions to these general requirements for certification. The Commissioner may waive the requirements if a school district requests certification for a candidate with ". . . exceptional training and experience (which) are the substantial equivalent

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* Source: New York State Education Department, Information Center on Education.

of such requirements and qualify such persons for the duties of superintendents of schools."*

An individual cannot personally apply for this alternate type of certification; it must be sought on his behalf by a school board that has already decided to consider his employment. As the following excerpt from the Regulations of the Commissioner of Education indicates, a school board seeking certification for its superintendent candidate must expend a great deal of effort and run a considerable risk that the candidate will not be certified:

> "Prior to the appointment of any such individual the board must obtain the approval of the commissioner. In its formal request to the department the board must submit its resolution noting approval of the request, the job description, its rationale for requesting such certification of the individual, a statement identifying the exceptional qualifications of the candidate, the individual's completed application for certification, vitae, and official transcripts of collegiate study."**

Even with this elaborate procedure, it is unlikely that anyone other than an educator will be certified under this regulation. The Law on which it is based requires not only that the candidate be "exceptionally qualified" but that his "exceptional training and experience are the substantial equivalents. . ." of the graduate school, internship and teaching experience needed for certification under the regular procedure.***

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* Regulations of the Commissioner of Education 80.4(a)(3).

** Ibid.

*** Education Law, Section 3003(b)(3).

Further, a body of educators must pass on the candidate's qualifications. The Commissioner must refer the documents submitted by the school board to a screening panel consisting of "representatives of the (education) department and appropriate educational organizations for review and advice."**

Finally, even if the certificate is granted, it is of no use should the candidate wish to obtain a superintendency in another district because "(t)he certificate if issued will be valid only for service in the district making the request."**

Not surprisingly, although there has been a certification procedure for "exceptionally qualified" candidates at least since 1966, only one superintendent (in a New York City community school district) has obtained special certification.*** Not one of the 300 participating superintendents who are the subjects of this report is serving under a certificate granted pursuant to this waiver provision.

Actual Work Activities

> "Above all else, the superintendents say that they are expected to be fiscal managers instead of educators."****

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* Regulations of the Commissioner, Section 80.4(a)(3).

** Education Law, Section 3003(b)(3).

*** Source: New York State Education Department.

**** Maeroff, Gene I., "Harassed School Officials Feel Authority is Waning." New York Times, March 5, 1974.

The superintendent of schools is the formally recognized chief executive officer of the school district. Although boards of education formulate local school policies, it is the superintendent who administers these policies.*

Studies of the superintendent's role** have defined his most time-consuming activities as including:

-- budget and financial preparation and evaluation;
-- preparation for, and attendance at board of education meetings; and
-- labor negotiations and investigation of contract grievances.

According to these studies the superintendent spends little time in educationally related areas such as curriculum planning and teacher supervision.

In assessing their use of time, superintendents in this sample indicated that they spent almost 79 percent of their work week in fiscal and administrative activities as illustrated by the following table:

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* Goldhammer, Keith et al., Issues and Problems in Contemporary Educational Administration, (Eugene: Center for the Advanced Study of Educational Administration, University of Oregon, 1967) p. 111.

** American Association of School Administrators, Professional Administrators for America's Schools (38th Yearbook, 1960); The New York State Regents Advisory Committee of Educational Leadership, Chief School Officers: Recommendations and Reports of a Survey (Albany: The Committee, 1967) p. 14.

Activity	Percentage Of Time Allocated*
Fiscal management and budget planning	15.13
Professional organization participation and development of administrative skills	13.59
Public relations and community organization work	12.46
Preparation for and attendance at board of education meetings	12.15
Labor negotiations, contract management, and staff grievances	10.00
Dealing with community grievances	7.69
Facilities planning	3.44
Staff selection and recruitment	2.36
Supervision of noneducational services (e.g., cafeteria, transportation, etc.)	1.90
Total noneducational allocations	78.72

As shown superintendents spend more time in fiscal management and budget planning than in any other activity. Administrative development and public relations activities occupy more than one-quarter of the superintendents' time. These findings are consistent with both state and national studies reviewed for this report.** Preparation for and attendance at board of education meetings largely involving general administrative matters occupied almost one hour out of every eight.

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* It is recognized that many of these activities overlap. However, the percentages shown here reflect the estimates made by the superintendents themselves.

** Op. cit. page 25.

The superintendents surveyed reported spending the remaining 21 percent of their time as follows:

Activity	Percentage Of Time Allocated
Long range curriculum planning	7.95
Evaluation of the current educational program	7.02
Supervision of teaching	3.69
Planning and attendance at student activities	2.62
Total educationally-related time	21.28

Thus, consistent with the earlier studies cited, this survey reveals that superintendents appear to spend about one hour in every five in educationally related work. Approximately ten percent of their time was directed to the supervision of teaching and evaluation of the current educational program.

Undergraduate and Graduate Training

> "Strong financial and business course background should become part of the training of school superintendents in order to aid them in their current roles of school managers."*

A 1966 study by the New York State Regents Advisory Committee on Educational Leadership analyzed the major fields in which school superintendents secured undergraduate degrees.

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* Gregg, Russell T. and P. D. Sims, Quality of Facilities and Programs of Graduate Departments of Educational Administration. Educational Administration Quaterly, 1972, pp. 67-92.

As the following table shows, more than one-quarter of the superintendents concentrated their studies in the areas of education and physical education.

Area of Concentration	Percentage Of Superintendents
Science	16
Education	14
Physical education	12
Mathematics	10
History and/or social studies	10
English	10
Social science	7
Fine arts	5
Business	2
Other	14

As indicated, only two percent of practicing superintendents in the Regents study had an undergraduate degree in business administration. Within the sample of superintendents surveyed for this study only three percent had an undergraduate background in business administration. The undergraduate backgrounds reported in this sample were:

Area of Concentration	Percentage Of Superintendents
History and/or social science	17
Science	17
Education	14
English	14
Physical education	10
Business administration	3
Fine arts	3
Mathematics	3
Other	19

This study reaffirms the findings of the 1966 Regents survey. For example, 86 percent of the superintendents in the Regents study completed undergraduate degrees in areas outside of education as did 86 percent of the sample selected for this study. The Regents found that 12 percent of the superintendents completed undergraduate programs in physical education while 10 percent of the sample in this study indicated an undergraduate background in physical education. Backgrounds in science or history were reported as 26 percent of the Regents sample and 34 percent of this study sample.

The Regents statewide study and this survey revealed that, regardless of their varied undergraduate backgrounds, the overwhelming majority of superintendents received their graduate training in the field of education. Superintendents selected

for this study held masters degrees in the following fields of study (by percent):

Area of Concentration	OEPR Study	Regents Study
Educational administration	50	54
Other education	37	31
English	7	1
Psychology	3	1
Public administration	3	0
Other	0	13

As shown, superintendents overwhelmingly chose to obtain a masters degree in education: 87 percent in this study - 85 percent in the Regents study. The Regents study also reported that less than one percent of superintendents held a masters degree in business administration and no superintendent had obtained a degree in public administration. The present study revealed similar results.

Sixty-nine percent of the study sample reported completing doctoral programs - all in the field of education - while the Regents study reported 20 percent of the superintendents had completed doctoral programs as follows: educational administration, 78.5 percent; education (general), 18.2 percent; and all other fields, 3.3 percent.

Although a larger percentage of superintendents practicing today obtained doctoral degrees, the major areas of concentration have remained constant - educational administration or general education. This suggested a review of university curricula.

Reviews of catalogs and discussions with college officials indicate that course titles, curricula and the general scope of advanced degrees in educational administration vary widely. While several university departments of educational administration offer finance courses as electives, few institutions require substantial study in finance to meet degree requirements. Moreover, the majority of universities do not require adequate course work in labor negotiations or community relations. Yet practicing superintendents report that they allocate the major portion of their time to these functions.

On the other hand, there are some early signs of change. At least one institution* offers a program leading to joint degrees in business administration and educational administration.

In assessing their own graduate training, 46 percent of the superintendents sampled rated the cooperation between their educational administration department and other departments of the same universities as poor. This tends to limit opportunities to take courses in related administrative areas such as labor relations, budgeting and data processing.

Community relations courses were rated as essential by 70 percent of the sample, who considered that the omission of this type of schooling was another major limitation in their graduate training.

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* Columbia University

Superintendents selected for this study indicated the following as other limiting factors in their graduate work:

-- irrelevant course work;

-- insufficient number of financial and legal courses;

-- poor direction during internship;

-- lack of access to faculty;

-- theoretical course work lacking practical application;

-- out-dated curricula; and

-- inadequate field experiences.

Many educational researchers have spoken of the critical need for improved in-service training. A former Deputy Director of the University Council for Educational Administration charged, "Practicing superintendents have poor background experience and formal training in the area of management."*

Or as stated by another expert: "Since superintendents now spend the vast majority of their time in a management capacity rather than in the areas of education. . . new training programs should be developed to handle this management training need."**

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* Farquhar, Robin H. and W. Michael Martin, New Developments in the Preparation of Educational Leaders," Phi Delta Kappan, September 1972, p. 26.

** Administrative Behavior in Education, eds., Ronald F. Campbell and Russell T. Gregg (Harper and Brothers, Publishers, New York, 1957).

As noted previously, the nature of the position has changed drastically in the years since most currently active superintendents completed their formal training.* This suggests that in-service training may be critical. Yet respondent superintendents perceived that their need for such training was not being met. Those in-service training programs for practicing superintendents which do exist are voluntary and sporadic, and generally are not responsive to the challenge of the changing role of the chief school executive.

RECOMMENDATIONS

The superintendent is the chief executive officer of the school district and plays a crucial role in determining the quality and cost of the education our children receive. Restricting to educators the pool of candidates available for the superintendency may no longer be desirable. Permitting salaries to continue to be unrelated to responsibilities is not cost-effective. Graduate training which is no longer pertinent is not in the best interests of public schools.

Therefore, the State Education Department which has primary responsibility for statewide education policy and standards should:

- Immediately take effective action to assure women equal access to school superintendencies.

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* The sample selected for this study reported completing their last formal graduate course in 1961.

School boards should actively recruit female candidates when superintendencies become vacant. (The New York State Division of Human Rights also has a responsibility to assure affirmative action.)

- Establish a rational basis for superintendents' salaries.
- Initiate legislation to allow competent candidates in addition to educators to compete for superintendencies.
- Take steps in cooperation with universities, to assure that graduate programs and in-service training programs are pertinent to current job requirements.

Salaries of New York State School District Superintendents Indicating Rank and Student Enrollments 1973-74 School Year

Rank	Salary	Enrollment	Rank	Salary	Enrollment
1	$49,500	8,463	46	$41,000	5,302
2	48,000	5,062	47	40,750	11,605
3	47,000	7,345	48	40,000	12,965
4	46,000	13,288	49	40,000	10,400
5	45,500	2,482	50	40,000	7,830
6	45,000	6,311	51	40,000	6,901
7	45,000	3,810	52	40,000	4,006
8	44,840	3,400	53	40,000	3,851
9	44,500	8,606	54	40,000	3,178
10	44,500	7,704	55	39,800	5,944
11	44,500	4,374	56	39,600	4,511
12	44,312	17,035	57	39,500	21,412
13	44,000	4,991	58	39,500	10,794
14	44,000	4,895	59	39,000	16,114
15	44,000	2,678	60	39,000	11,743
16	43,968	9,808	61	39,000	11,195
17	43,800	6,292	62	39,000	7,909
18	43,800	2,656	63	39,000	5,231
19	43,500	5,069	64	39,000	5,199
20	43,008	10,112	65	39,000	2,994
21	43,000	16,115	66	38,500	42,281
22	43,000	14,924	67	38,500	28,582
23	43,000	12,777	68	38,500	3,218
24	43,000	9,338	69	38,325	3,605
25	43,000	7,826	70	38,000	18,551
26	43,000	3,758	71	38,000	5,435
27	42,510	8,588	72	38,000	5,177
28	42,500	14,856	73	38,000	5,147
29	42,500	7,386	74	38,000	4,408
30	42,000	15,334	75	38,000	3,090
31	42,000	10,998	76	38,000	1,369
32	42,000	10,876	77	37,500	10,270
33	42,000	10,615	78	37,500	9,001
34	42,000	9,418	79	37,500	5,436
35	42,000	4,820	80	37,500	3,801
36	42,000	4,510	81	37,500	2,168
37	41,988	5,990	82	37,300	5,116
38	41,800	2,613	83	37,100	7,658
39	41,500	7,017	84	37,055	5,119
40	41,500	4,249	85	37,037	16,183
41	41,190	7,009	86	37,000	60,348
42	41,080	6,479	87	37,000	5,745
43	41,000	14,590	88	37,000	2,524
44	41,000	6,520	89	36,805	3,520
45	41,000	5,495	90	36,750	5,803

Rank	Salary	Enrollment	Rank	Salary	Enrollment
91	$36,500	9,927	141	$33,000	13,159
92	36,000	6,373	142	33,000	13,126
93	36,000	4,276	143	33,000	12,200
94	36,000	4,087	144	33,000	9,066
95	36,000	2,931	145	33,000	8,102
96	36,000	1,984	146	33,000	5,317
97	35,606	8,474	147	33,000	4,877
98	35,500	7,292	148	33,000	4,213
99	35,500	6,097	149	33,000	1,790
100	35,500	4,747	150	32,928	6,080
101	35,500	3,776	151	32,900	4,265
102	35,500	2,827	152	32,589	4,192
103	35,000	27,181	153	32,500	5,042
104	35,000	10,387	154	32,500	4,626
105	35,000	10,278	155	32,500	4,389
106	35,000	9,746	156	32,500	4,014
107	35,000	8,466	157	32,500	3,319
108	35,000	7,814	158	32,500	869
109	35,000	7,606	159	32,467	5,506
110	35,000	7,577	160	32,000	6,603
111	35,000	7,090	161	32,000	6,405
112	35,000	4,088	162	32,000	5,727
113	35,000	3,834	163	32,000	5,243
114	35,000	3,230	164	32,000	4,877
115	35,000	2,993	165	32,000	3,657
116	35,000	2,781	166	32,000	3,482
117	35,000	1,922	167	32,000	3,226
118	35,000	1,869	168	32,000	3,099
119	35,000	1,492	169	32,000	1,114
120	34,973	8,744	170	31,818	6,440
121	34,900	11,293	171	31,650	3,664
122	34,600	1,842	172	31,650	2,210
123	34,175	3,598	173	31,500	7,523
124	34,125	6,827	174	31,500	5,980
125	34,000	8,595	175	31,500	5,548
126	34,000	5,873	176	31,500	4,679
127	34,000	4,725	177	31,500	4,544
128	34,000	1,842	178	31,500	3,966
129	33,999	6,904	179	31,425	2,088
130	33,725	5,366	180	31,200	12,223
131	33,600	5,909	181	31,123	4,928
132	33,500	5,086	182	31,000	8,054
133	33,500	2,791	183	30,958	3,484
134	33,500	2,260	184	30,650	3,842
135	33,500	2,211	185	30,600	3,761
136	33,300	4,287	186	30,500	2,671
137	33,232	4,012	187	30,451	2,895
138	33,150	15,098	188	30,300	4,601
139	33,075	11,514	189	30,200	3,173
140	33,000	15,216	190	30,000	11,632

Rank	Salary	Enrollment	Rank	Salary	Enrollment
191	$30,000	6,450	241	$27,500	2,635
192	30,000	4,677	242	27,500	2,145
193	30,000	4,078	243	27,500	2,141
194	30,000	3,834	244	27,430	2,898
195	30,000	3,557	245	27,287	2,220
196	30,000	3,440	246	27,200	3,376
197	30,000	3,339	247	27,000	4,299
198	30,000	1,411	248	27,000	3,321
199	29,900	2,505	249	27,000	3,114
200	29,700	3,809	250	27,000	2,805
201	29,500	7,810	251	27,000	2,528
202	29,500	6,098	252	27,000	1,764
203	29,500	3,580	253	26,850	2,297
204	29,500	3,560	254	26,700	3,676
205	29,500	2,356	255	26,525	2,352
206	29,450	4,485	256	26,500	7,472
207	29,200	4,508	257	26,500	3,399
208	29,000	8,677	258	26,500	3,157
209	29,000	5,444	259	26,500	2,956
210	29,000	4,924	260	26,500	2,431
211	29,000	3,216	261	26,500	2,310
212	29,000	2,639	262	26,400	2,146
213	28,802	3,365	263	26,244	1,698
214	28,800	2,687	264	26,000	13,484
215	28,750	4,273	265	26,000	3,833
216	28,750	2,513	266	26,000	3,240
217	28,500	4,300	267	26,000	2,824
218	28,500	3,719	268	26,000	2,109
219	28,500	3,268	269	26,000	1,776
220	28,500	3,100	270	26,000	1,544
221	28,500	2,507	271	25,800	3,019
222	28,500	2,474	272	25,750	3,368
223	28,500	2,341	273	25,600	2,635
224	28,478	3,659	274	25,423	2,623
225	28,468	3,263	275	25,300	3,326
226	28,350	2,997	276	25,000	5,335
227	28,150	2,474	277	25,000	3,778
228	28,000	7,238	278	25,000	3,639
229	28,000	4,550	279	25,000	3,308
230	28,000	3,442	280	25,000	2,995
231	28,000	3,290	281	25,000	2,609
232	28,000	2,951	282	25,000	2,280
233	28,000	2,860	283	25,000	2,100
234	28,000	2,209	284	25,000	1,660
235	28,000	2,120	285	24,800	1,897
236	28,000	2,099	286	24,717	1,524
237	27,825	3,151	287	24,675	2,443
238	27,675	13,319	288	24,500	2,724
239	27,500	2,973	289	24,500	2,057
240	27,500	2,758	290	24,000	2,314

Rank	Salary	Enrollment	Rank	Salary	Enrollment
291	$24,000	2,267	296	$23,000	1,692
292	24,000	1,702	297	23,000	1,448
293	23,500	2,234	298	22,600	1,300
294	23,444	1,554	299	22,335	436
295	23,000	4,933	300	22,000	1,582

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* Source: The State Education Department, Information Center on Education.

A Statistical Analysis of Superintendents' Salaries

The 1972-73 salaries of the 295 New York State superintendents were obtained.* Each salary was statistically analyzed by a step wise multiple regression technique through a comparison with these variables:

-- total number of staff;

-- approved operating expenditures;

-- public school enrollment;

-- full-valuation in resident WADA (Weighted Average Daily Attendance); and

-- average district income.

TABLE 1

Description of the Sample*

N = 295

SALARY	MEAN	STANDARD DEVIATION
Salary	32,060.35	5,798.18
Staff	357.50	343.49
Approved Operation Expenditure	7,450,584.56	7,091,325.14
Enrollment	5,968.25	5,801.80
Full-Valuation (Res. WADA)	31,437.03	16,053.75
Average District Income	13,682.44	4,943.96

* Based on 1972-73 data provided by the New York State Department of Education. That year there were 295 practicing superintendents. In the 1973-74 school year there were 302 superintendencies with two vacancies.

The superintendents' salaries were normally distributed; however, the number of staff, enrollments, and approved operating expenditures were not. This fact provided the first indication that the relationship between salaries and these variables was apt to be non-systematic.*

Table 2 presents the correlation matrix for the variables under study.

TABLE 2

Pearson r Correlation Matrix For Variables+

r	1	2	3	4	5	6
1	1.00	.38	.50	.35	.54	.59
2		1.00	.97	.99	.06	.02
3			1.00	.97	.15	.13
4				1.00	.01	-.02
5					1.00	.63
6						1.00

+ Variables =

1 superintendents' salaries

2 staff size

3 approved operating expenditure

4 student enrollment

5 full-value/Res. WADA

6 average income of district residents

* Note the similarities between the variable means and standard deviations.

Variable 1, superintendents' salary, is significantly correlated with the remaining five variables. However, the variables also have significant correlations among themselves. Ideally, row one of the matrix should consist of high (.70 or better) correlations and all other rows should have low (less than .20) correlations. In this situation one would expect to be able to predict or forecast superintendents' salaries with considerable accuracy. Applying this criteria, variable six, average income of the district, should be the best predictor.*

Table 3 presents the results of the stepwise multiple regression analysis of the five predictor variables used to forecast superintendents' salaries.

TABLE 3

Regression Equation From Stepwise Regression Analysis

Step	Regression Equation	R2	Standard Error Of Estimate
1	Salary = $.69876X_6$ + 22,499.61	$.59^2$	4664.59
2	Salary = $.00035X_3$ + $.6308X_6$ + 20812	$.73^2$	3962.49
3	Salary = $.00127X_3$ - $1.13574X_4$ + $43423X_6$ + 23,460.88	$.77^2$	3700.07
4	Salary = $.00114X_3$ - 0.98577_4 + $.04976X_5$ + $.36056X_6$ + 22,967.72	$.78^2$	3648.43
5	Salary = $-11.67597X_2$ + $.00122X_3$ - $.39621X_4$ + .05845 + $.36001X_6$ + 22752	$.78^2$	3637.22

* Note that the variables were highly correlated to each other.

As expected, the first variable selected in the regression alogorithum was variable 6, average family income.* The equations increase in the precision of forecasting ability, however, little noticeable gain in terms of R^2 and SEE** were achieved after step 3. The final equation has a standard error of estimate of $3,637. This means that a superintendent's salary can be predicted within $\pm$ $3,637 in two out of three times. In order to be 95 percent confident that the actual value of the superintendent's salary is within a given range, almost twice this value (1.96 X 3637) is required.

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* The first selection by the computer in this particular program represents the best possible variable used to predict salaries; the remaining variables are selected by the computer by the same criteria. Therefore, variable 3, approved operating expenditure, would be the next predictor.

** SEE refers to standard error of estimate.

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